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Security Information

4 August 1959

**DETERMINATION OF SUITABILITY FOR PERMANENT APPOINTMENT
TO THE CAREER STAFF**

I. Career Employees, as defined in CIA Regulation [redacted] shall be selected for the Career Staff as a result of a three-step process, as follows:

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1. Identification, recruitment and selection of individuals on the basis of their capability and suitability for provisional appointment to the Career Staff.
2. A period of planned instruction and development during which the employee demonstrates his capability and suitability for career employment.
3. A review at the end of the provisional period to finally select individuals on the basis of their capability and suitability for permanent appointment to the Career Staff.

COMMENT: a. The term "provisional period" is used in lieu of other similar terms in order to avoid conflict or confusion with any of the concepts, legal or traditional, which are associated with such terms. (i.e. probationary period, trial service period)

b. Properly administered, the provisional period supplements and validates the procedures which resulted in initially selecting the new employee. The performance, behavior and attitudes manifested by provisional employees furnishes the most reliable information upon which to base the decision that a provisional appointee should or should not be confirmed for career employment. It is highly important, therefore, that the provisional period be of sufficient duration to yield enough data for making this decision. No uniform period of time is applicable to all positions if the aims of the provisional period are to be fully realized. An adequate provisional period depends upon such factors as (1) delay in reporting to regular assignment because of initial

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full-time training. (2) relatively prompt overseas assignment after appointment, particularly if close, direct, or continuing supervision cannot be assured, and (3) other conditions which preclude the development of sufficient data during normal periods of time.

- II. There shall be established a CIA Selection Board, consisting of two voting members and an alternate appointed by each of the following: DD(I), DD(P) and DD(A). In addition, one voting member and an alternate will be appointed by each of the following: AD/Compt and Director of Training. The CIA Selection Board shall be responsible to the CIA Career Service Board and shall carry out the functions set forth herein. The AD/P shall provide the Selection Board with an Executive Secretary and such clerical and administrative personnel as are needed to perform its functions.

- COMMENT: a. The voting membership of the Board is designed to give voice in the selection process to each of the major components of the Agency.
b. Since this Board will, among other functions, assume the duties now performed by the Professional Selection Panel, the Panel will be abolished when the Selection Board is established.

- III. Office Career Service Boards shall be made responsible for recommending the duration of the provisional period to be established for the positions which comprise the career service for which the Boards have jurisdiction. The knowledge which the members of these Boards have regarding the positions in their career service best equips them to make these recommendations. The CIA Selection Board will review recommendations made by the Office Boards, and determine what period shall apply to each position. The provisional periods so determined, if longer than twelve months, shall be put into effect as soon as possible after the removal of existing legislative restrictions. Meanwhile, the provisional period for all CIA positions shall be not longer than twelve months.

- COMMENT: a. Until remedial legislation is obtained, it will not generally be possible to enforce decisions made at the end of the provisional period which are adverse to veteran status employees, if the provisional period exceeds twelve months. Veterans may be separated after completion of their first year of service only upon presentation of charges which recite specifically and in detail the incidents

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of inefficiency or misbehavior deemed sufficiently serious to warrant termination. To attain the objectives of the CIA provisional period, it would be necessary to act upon standards which are not recognized as appropriate cause for separating veterans who have completed twelve months of service. The Civil Service Commission has jurisdiction to hear veterans' appeals from separations. The Commission has consistently required Federal Agencies, including CIA, to conform to its standards for deciding if a veteran has been properly separated.

- b. In establishing the duration of provisional periods for Agency positions, the limit of twelve months will have to be observed until the Congress enacts legislation consistent with the objective of fitting the period to the requirements of the position. To differentiate between veterans and non-veterans would create serious problems of employee morale. Similarly, it would be patently unsound to set up provisional periods of such duration that it is known in advance that no possibility exists for giving effect to the conclusions which might be reached at the end of the period.

IV. Prior to the completion of the provisional period, a determination shall be made as to whether an individual is suitable for permanent appointment as a member of the Career Staff. If found unsuitable, his employment shall be terminated.

- COMMENT: a. The termination of the provisional period should be highlighted as a time when something significant takes place in the career of the employee. As a minimum, a personnel action should be prepared to indicate that a career employee has completed his provisional period and to show his permanent appointment to the Career Staff and he should appear before a panel of examiners of the Selection Board.
- b. The separation of those found unsuitable will contribute to the maintenance of a generally high level of Agency performance, will attract to CIA competent people from the outside, and will contribute significantly to the morale of employees who are doing good work.

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- V. The same criteria for determining over-all suitability for career employment shall be applied with respect to all employees, whether in professional or non-professional positions. These criteria shall be formulated by the CIA Selection Board and approved by the CIA Career Service Board.

COMMENT: It is intended that a suitable statement of approved criteria for career suitability will be widely distributed for use by Office Career Service Boards, the Office of Personnel, Security, and Training, and by individual supervisors throughout CIA.

- VI. For the purposes of this paper, professional positions shall mean all positions classified GS-7 and above, occupied by staff employees, and certain specified positions in grades GS-5 and GS-6.

- VII. With respect to employees in non-professional positions, the determination of suitability referred to in paragraph IV shall be made by such persons and in such a manner as shall be directed by the Office Head and the Office Career Service Board having jurisdiction over the employee, provided, however, that the system for making such determination as devised by each Office shall be submitted to the CIA Selection Board for approval prior to its implementation.

COMMENT: While a degree of flexibility in the determination of suitability at this level is desirable, it is felt that the CIA Selection Board should approve the system devised by each office in order to prevent too much disparity between offices.

- VIII. With respect to employees in professional positions, the determination referred to in paragraph IV shall be made as follows prior to the expiration of the employee's provisional period:

1. The employee's supervisor shall prepare and submit to the Office Career Service Board having jurisdiction over the individual's career planning, through the reviewing official, a Personnel Evaluation Report in accordance with CIA Regulation together with a recommendation as to the employee's suitability for permanent appointment as a member of the Career Staff. The recommendation shall include a special evaluation of the individual in terms of the established criteria for over-all suitability for career employment.

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2. The Office Career Service Board shall review the recommendation in the light of all available information concerning the employee and make a recommendation to the CIA Selection Board that (a) the employee be appointed as a member of the Career Staff, or (b) the employee be separated.
 3. Recommendations of the Office Career Service Board shall be referred by the Executive Secretary of the CIA Career Selection Board to an Examining Panel for review. The Examining Panel shall consider all pertinent information concerning the employee, in possession of the Personnel Office, Security Office, Medical Office, Office of Training and the Operating Offices. The Examining Panel shall interview the employee, and his supervisor when appropriate.
 4. The Examining Panel shall make a recommendation that (a) the employee be appointed as a member of the Career Staff, or (b) his career employment be denied.
 5. When the recommendation of the Examining Panel is in disagreement with that of the Office Career Service Board it shall be reported to the subject Office Board which shall (a) accept the Panel's recommendation, or (b) if it disagrees with the recommendation, refer the case, within ten working days, to the CIA Selection Board, whose decision in the case shall be subject only to review by the DCI. Review of a case by the DCI, if desired, must be requested within ten working days of the Selection Board's decision, by the DD/I, DD/P, DD/A, AD/Commo, or Director of Training.
 6. The Examining Panels referred to herein shall consist of:
a) three voting examiners representing Offices other than that having jurisdiction over the employee; and, b) a non-voting member of the Selection Board's permanent secretariat. The membership of the Panels will be selected by the Executive Secretary of the CIA Selection Board from that Board's Panel of Examiners in such a manner as to assure appropriate representation of the Agency components.
- IX. The Panel of Examiners of the CIA Selection Board shall be composed of experienced members (GS-14 and above) of the Career Staff chosen by the CIA Selection Board from lists of nominees submitted by the Career Service Boards. Examiners referred to in paragraph VIII above shall be chosen from this Panel.

COMMENT: a. Much is to be gained through the system of utilising the skill and experience of a sizable number of senior operating officials for the purpose of examining and rendering opinion on specific cases. This should not

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be full-time duty. The moment it does the individual will lose his contact with operating problems.

- b. In order to meet the work load a Panel of perhaps fifty Examiners, drawn from all components of the Agency, might be required. The work load per Examiner thus is of the order of two cases per month or perhaps three working hours per month. This activity would be performed according to procedures and criteria established by the CIA Selection Board.
- c. The CIA Selection Board should have the responsibility of making final selection from among the nominees of the several Career Service Boards. Skill in discrimination, maturity, interviewing, judicious impartiality, experience in CIA and sense of CIA mission should be the criteria for selection of Examiners.
- d. It is believed that this extra duty for these senior people is an effective and practical executive development technique.

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24 July 1953

MEMORANDUM FOR: Chairman, Professional Selection Panel
SUBJECT: The Process of Selecting New Career Employees

1. Reference your memorandum to Personnel Director, subject as above, dated 23 June 1953, in which you ask for recommendations as to steps which can be taken to improve the existing selection process.

2. This Office offers the following suggestions with respect to the points presented in Paragraph 2 a of your memorandum:

a. Qualities Required of Career Employees.

(1) The Professional Selection Panel should develop, with the approval of the CIA Career Service Board, a full description of each of the personal qualities which should be possessed by a CIA career employee. These would be the qualities which indicate suitability for long-term career service with the Agency. Evidence that an individual is lacking in one or more of these qualities would be an indication that he may not be suitable for career association with the Agency. The descriptive statements should be direct, specific, simply phrased, and understandable to a wide audience of persons with varying degrees of experience in the evaluation of other persons. Each set of statements concerning a quality should include an adequate number of examples of behavior which evidences a deficiency in the quality. These statements should, of course, be over and beyond certain basic qualification requirements relating to education, training and experience.

(2) The descriptive statements and other information concerning the qualities required for career service should be disseminated as follows:

(a) Recruiting Officers. These officers would utilize these criteria to screen and refer applicants for career employment with the Agency. Applicants believed to lack the desired qualities would not be referred to the Agency. Thus, the suitability criteria would be applied throughout the recruiting process. As you know, the recruitment staff is now possessed of a rather well defined set of personal standards which are applied by them against each applicant. The applicant, of course, is unaware of the extent to which he is being analyzed in this process.

(b) Placement Officers. These officers would utilize these criteria during their interviewing and screening of applicants

for career employment with the Agency. These criteria would be in their minds during review of Personal History Statements, during checks with former employers, during their review of all other records and information on hand, during their interviews of the applicants, and generally throughout the initial selection and referral process. Persons considered to be unsuitable would be rejected by the Placement Officers. Placement Officers would also apply these suitability criteria during their contacts with trial-period employees (e.g., placement follow-up, reassignment planning).

(c) Component Personnel Officers. These officers would utilize these criteria during their interviews of applicants referred by Placement Officers, during their examination of the qualifications and records of the applicants, and during their observation of the applicants throughout the final initial placement process. They would also apply these criteria during their subsequent contacts with employees during the trial period.

(d) Chiefs of Components. These officials (chiefs of units, sections, branches, divisions) would apply these criteria during initial selection interviews with applicants and during all subsequent contacts with the trial-period employees and discussions with their supervisors. Applicants who are found by component chiefs to fail to possess the necessary qualities would be rejected by the Personnel Office. Trial-period employees whose suitability is questioned by the component chiefs would be referred by the component to the Professional Selection Panel for review and recommendation.

(e) Immediate Supervisors. The most important use of suitability criteria would be accomplished by the supervisors of trial-period employees. They would utilize the criteria during initial selection interviews, during all of their observation of and association with the employees throughout the trial period, and especially when completing the initial Personnel Evaluation Report. They would apply these criteria constantly for many months, and therefore could make the most factual recommendations concerning the employee's suitability. Applicants who are believed by supervisors to fail to possess the necessary qualities would, with the concurrence of the component chief, be rejected by the Personnel Office. Trial-period employees whose suitability is questioned by their supervisors would be referred by their component to the Professional Selection Panel for review and recommendation.

(f) Security Office. This Office would apply these criteria at all times when collecting and reviewing information concerning applicants for career employment and concerning trial-period career employees. Whenever the Security Office encounters infor-

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mation which indicates a lack of the necessary qualities and which causes doubt as to the career service suitability of an in-process applicant, it will discuss the case with the Personnel and Medical Offices, as appropriate, for decision.

(g) Career Service Boards. The Boards would apply these criteria in all of their considerations and evaluations of employees during their trial periods (and also during the initial selection process for such Boards as review proposed appointments). The Boards would make an especially careful evaluation of the employee just before the conclusion of his trial period, using supervisory reports and testimony, initial Personnel Evaluation Reports, interviews with the employee himself if indicated, personnel records and folders, and such other evaluative data and techniques as are available. This evaluation would be accomplished primarily to determine if the individual possesses the defined qualities required for career service. When the Career Service Board does not find the trial-period employee suitable for career service, it would recommend that the Office Head refer the case to the Professional Selection Panel for review and recommendation. If, on the other hand, it found the employee suitable, acceptance for career service could be indicated by the Personnel Office after favorable review by the Professional Selection Panel.

(h) Trial-Period Employees. Each appointee would understand that he is undergoing a trial period, and that he will be carefully evaluated throughout and at the end of this period in order to determine if he is suitable for career service and its benefits. It is his right to know what personal qualities and behavior are expected of him, since he will be separated rather summarily if he does not possess the requisite qualities. At the present time, the Agency notifies applicants that they must meet the personal standards required for government employment (e.g., character, mental and physical fitness); by this method individuals, who know that they may be exposed later, have the opportunity to withdraw their applications for the good of all concerned. Similarly, if our standards for career service qualities are valid and are to be enforced, they should be no secret, and the applicants should know the kinds of evaluations to which they will be exposed and the qualities they must prove. It would be making a mystery of common sound personnel practice and would be establishing a secret society if candidates were asked to undergo a test period of close scrutiny and evaluation without permitting them to know which things about their natures were to be evaluated. Thus, both applicants and trial-period employees should know what they are facing and what qualities they are expected to possess as CIA Career Employees.

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b. Use of Personnel Evaluation Reports.

(1) Initial Personnel Evaluation Reports should be given much more emphasis and consideration than at present. If supervisors thoroughly understand the specific qualities being measured in trial-period employees, if they carefully observe the employee in terms of these qualities during the trial period, and if they are aware of the importance of initial Personnel Evaluation Reports in determining suitability for career service, they will accomplish much more effective initial evaluation reports than at present. The initial PER would truly become the primary instrument for recording evaluations specifically in terms of the factors which are the basis for determining career suitability. The initial PER should reflect the opinions of the persons who know the trial-period employee best, who have been responsible for his work throughout the period, and who are in the best possible position to report on the qualities which the new employee has demonstrated.

(2) Increased emphasis should be placed on completing and submitting initial Personnel Evaluation Reports when they are due. If the initial PER is given proper use as a primary instrument for determining suitability for career service, it is essential for the report to be submitted in sufficient time to be available for all considerations and processes that must take place prior to the expiration of the trial period.

c. Evaluation of In-Process Applicants for Career Employment.

When either the Personnel, Medical, or Security Office obtains marginal information which creates doubt as to the career suitability of an in-process applicant, the chiefs of these offices or their designated representatives should confer and decide whether processing should continue. By the same token, if an operating office learns of unfavorable information it should be passed immediately to the Personnel Office with recommendation for action to be taken. The Personnel-Medical-Security Group should confer and take action as is indicated.

d. Evaluation of Employees During Trial Period.

(1) If at any time during the probationary period the office to which the employee is assigned, or the Personnel, Medical, or Security Office obtains information which creates doubt as to career suitability, the case should be immediately referred to the Professional Selection Panel. The Panel should review the evidence at hand and either make a recommendation for termination of the individual or so flag the individual's personnel file that a full review will be made of his case prior to the expiration of the trial period.

(2) No later than one month before the end of an employee's trial period, his Career Service Board should consider his case in

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order to determine whether or not he has been found suitable for career service. At this time, his Board should review his performance during this period, his initial Personnel Evaluation Report, and any other available indicators of his character, personality, capability and performance. During this evaluation the Board may interview both the employee and his supervisors. The Board will use all information available in the Personnel Office. After careful consideration, the Board should recommend to the Office Head either that the trial-period employee be separated or accepted for career service. Such recommendations should be based upon performance (as in other government agencies) as well as upon possession of the qualities required of the CIA career employee.

(3) If the Office Career Service Board recommends that the employee has satisfactorily completed his trial period and is suitable for career service, and the Office Head concurs, he will so notify the Professional Selection Panel. If the Panel concurs, the Personnel Office will be notified to change personnel records correspondingly and will issue appropriate notification to the employee.

(4) If during an employee's trial period, he is reported to the Professional Selection Panel as being possibly unsuitable for career employment (see Paragraph 2 d (1) above), or if his Career Service Board recommends with Office Head concurrence that he be separated as unsuitable, the Professional Selection Panel should accomplish a formal review of the case. If the Panel finds the trial-period employee unsuitable as reported, it will notify the Personnel Office which will accomplish the separation. If the Panel finds the trial-period employee suitable for career service, it will notify the Operating Office of its findings. If the difference of opinion is not resolved, the case may be appealed by the employee's sponsoring component to the CIA Career Service Board which will review the case and make final decision.

e. Notification of Acceptance for Career Service.

Since under this proposed procedure the new employee will know the qualities required of the CIA career employee, and will also know that he is being constantly evaluated for these qualities throughout his trial period, it is believed that he will be made sufficiently aware of a significant change in his standing if he receives a notice from the Personnel Office to the effect that he is now accepted as a career employee and that his trial period has been satisfactorily completed.

3. With respect to Paragraph 2 b of your memorandum, it is the opinion of this Office that no feasible and legal procedure can be established to extend the trial-service period beyond one year for employees, whether professional or otherwise. Such a procedure is inconsistent with the current public policy (as reflected by the Congress in such legislation as the Veterans Preference Act) that a probationary period of one year is believed adequate

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for federal employees. It is believed that to request the necessary special legislation (as would be necessary in view of existing legislation concerning veterans) would create unfavorable public relations, and would probably strain relations with the Congress. It is also our opinion that extension of the trial period beyond one year would make it definitely more difficult to attract competent people to service with the Agency although we recognize this is a moot point.

4. The following comments are offered with respect to Paragraph 2 c of your memorandum:

a. If the procedures proposed in Paragraph 2 above are susceptible to adoption, it would be unnecessary to develop a single file of all information concerning each applicant or employee.

b. Information presently available only to the Security Office should remain in their files as at present. If those who review this information are trained in the understanding of the qualities required for a career with the Agency, they can detect pertinent information within their data and submit it to the Professional Selection Panel whenever warranted, or confer with the Medical and Personnel Offices in the case of applicants for employment.

c. Information contained in the files and records of the Personnel Office would be made available both to the sponsoring components and to the Professional Selection Panel. If these records concerning an applicant contained information indicating non-suitability, the Personnel Office would reject him. If the information were marginal and merely created doubt as to suitability, the Personnel Office would pool information with the Medical and Security Offices before acting. If these records concerning a trial-period employee are later supplemented by information indicating non-suitability, the Personnel Office would refer the case to the Panel. Thus the records are used for suitability screening and are also made available upon request to be used by others for suitability screening. The same situation would undoubtedly obtain with respect to Medical Office information.

d. Information which pertains to the suitability of a probationary employee and which is contained in the reports, files, and records of the office to which he is assigned would be made available to the Office Career Service Board concerned. It should also be made available, in extract or other form, to the Professional Selection Panel when needed specifically for formal decision on a case.

e. Whenever the Security Office, the Personnel Office, the Medical Office, or the sponsoring office actually presents a case to the Professional Selection Panel, it should also present the documented evidence as to why the person concerned is considered unsuitable for career service.

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When this occurs, the Panel may ask the other offices to present whatever information they may possess to indicate that the person may not be suitable. Thus, a file is developed which contains only information pertinent to decision as to suitability, and it is necessary to develop such a file only when the suitability of the individual has been questioned.

5. The following comments are offered with respect to Paragraph 2 d of your memorandum:

a. Under the procedures proposed above, the suitability of each applicant for career service employment would be examined by recruiting personnel, Placement Officers, Operating Office Personnel Officers, component chiefs, immediate supervisors, and by the Security Office which reviews the special detailed information available to it. These examinations would be conducted in the light of the known fixed criteria for acceptance.

b. If these separate examinations (many of which include personal contacts and investigations) do not elicit evidence of non-suitability, it is very doubtful that any independent officer can make a better judgment by merely reviewing records and files. When all of the offices and officers charged with selecting qualified and suitable personnel are given the improved selection criteria requested above, and when their selection processes are strengthened as proposed above, it is difficult to see the necessity to appoint "responsible" officers from other components to review the soundness of their decisions.

6. The Personnel Office appreciates the opportunity to furnish its views to the Professional Selection Panel in this matter, and will provide additional explanations or assistance upon request.

/s/ George E. Meloon

GEORGE E. MELOON
Personnel Director

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Approved For Release 2002/08/23 : CIA-RDP78-00699A000100040041-9

ROUTING AND RECORD SHEET

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8/31*

INSTRUCTIONS: Officer designations should be used in the "TO" column. Under each comment a line should be drawn across sheet and each comment numbered to correspond with the number in the "TO" column. Each officer should initial (check mark insufficient) before further routing. This Routing and Record Sheet should be returned to Registry.

FROM:				NO.		
				DATE		
Executive Secretary/CIA Career Service Board				1 AUG 1964		
25X1A9A	TO	ROOM NO	DATE		OFFICER'S INITIALS	COMMENTS
			REC'D	FWD'D		
1.	Mr. [redacted], Chm, GS/CSB	138	25X1A6A	9/1/53	<i>MPD/R</i>	The recommendations of the Legislative Task Force are extremely significant with respect to the nature of career service in CIA. For this reason, the preliminary report of the Task Force will not receive wide distribution until the Director, the Deputy Directors, and the CIA Career Service Board have had adequate opportunity to consider the policies and proposals presented in the report.
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